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Boston City Planning Board
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April 1, 1959

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Honorable John B. Hynes
Mayor of the City of Boston
City Hall
Boston 8, Massachusetts

Your Honor:

I am pleased to transmit to you on behalf of the City Planning Board a statement on Transportation Policy for Boston. This report is concerned primarily with Expressways. Future statements will cover Parking, Mass Transportation and other elements of the transportation network.

The transportation situation in the Boston area is critical. Public attention has been focused on the problems of traffic congestion, parking needs, MTA deficits and railroad commuter crises during the past year as never before. Although great concern has been expressed about these problems, corrective action has not been following very rapidly.

The City Planning Board recognizes that where major transportation improvements such as expressways are involved, the responsibility for action in most instances rests with agencies of the Commonwealth. The Planning Board feels strongly that immediate action should be started to complete the expressway system serving the Boston area, and that plans for proposed expressways should be coordinated with local urban renewal programs and other community improvement measures in order to be of maximum benefit to the City and the region.

This report is being presented to you and to the public in order to help crystallize and speed action on plans for vitally needed expressways in the Boston area.

Sincerely yours,

Timothy J. Regan, Jr.
Chairman

Mr. Timothy J. Regan, Jr., Chairman
The City Planning Board
1108 City Hall Annex
Boston 8, Massachusetts

Dear Mr. Regan:

I am pleased to acknowledge the receipt of the City Planning Board's report on "Transportation Policy for Boston: Expressways."

I am aware of the important role that the expressway system can play in the future development of Boston, and I am concerned, as you are, that transportation improvements should be of benefit to the city.

It is my understanding that the recommendations of this report are concerned primarily with the general pattern and location of proposed expressways to be constructed in the City of Boston, and that the detailed design of these improvements would be developed by appropriate agencies of the Commonwealth of Massachsetts. I would agree that such designs should be coordinated with the plans of city departments where proposed expressways are related to urban renewal projects and other improvements, and I shall be glad to assist in achieving constructive cooperation in this regard.

Sincerely yours,

John B. Hynes
Mayor

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TRANSPORTATION POLICY FOR BOSTON: EXPRESSWAYS

SUMMARY OF PRINCIPAL RECOMMENDATIONS

1. The Basic Expressway System for the Boston Metropolitan area consisting of the Inner Belt through Boston, Brookline, Cambridge and Somerville, and seven radial expressways connecting the Inner Belt to Route 128 should be completed as rapidly as possible.

2. The highest priority should be given to the design and construction of the Inner Belt which is the keystone of the regional expressway system and is vitally important to the successful accomplishment of the urban renewal programs in the communities that it serves. The Inner Belt is part of the federal interstate highway system and subject to 90 percent federal assistance.

3. The Southwest Expressway; the Western Expressway or the Massachusetts Turnpike extension from Route 128 to the Inner Belt; and the Second Tunnel to East Boston should be given high priority in proposed expressway construction schedules. These are the other elements of the Basic Expressway System within the City of Boston.

4. The planning and construction of expressways should be coordinated with urban renewal to ease the problems of relocation and to enhance values in urban renewal areas.

5. A regional land use and transportation plan and a regional transportation agency should be created to provide proper guidance for the construction and operation of all regional transportation facilities.

6. As an interim measure, until such time as a workable regional plan and agency are in operation, a joint board of transportation, planning and renewal officials in the Boston Metropolitan area should be formed to coordinate current action programs.

TRANSPORTATION POLICY FOR BOSTON: EXPRESSWAYS

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INTRODUCTION AND SCOPE

The City Planning Board expressed its position with respect to major transportation facilities for Boston in the "Preliminary Report on a General Plan for Boston" prepared in 1950. The Planning Board accepted as "consistent with the Board's concept of a proper future development of Boston", the general recommendations of the "Master Highway Plan for the Boston Metropolitan Area" prepared for the Massachusetts Department of Public Works in 1948, and proposals for mass transportation improvements made by the Massachusetts Metropolitan Transit Recess Commission in 1945 and 1947.

Some of the expressways and mass transportation improvements recommended in the General Plan of 1950 have already been built. Other important elements of the proposed transportation system have not yet been constructed. These include: the Inner Belt, the Southwest Expressway, the Second Tunnel, the Western Expressway or Massachusetts Turnpike Extension, downtown subway additions and rapid transit extensions.

The additions to the transportation system made since 1950 have created problems as well as opportunities for Boston; those yet to be constructed will vitally affect the future physical and economic development of the city. Although final responsibility for the design and construction of major transportation improvements rests with agencies of the Commonwealth of Massachusetts, the City Planning Board has a responsibility to evaluate transportation proposals and recommend changes where necessary in order to make them "consistent with the Board's concept of a proper future development of Boston".

A number of proposals for major transportation improvements and changes in the Boston area have been made since 1950 that would have far reaching effects on the development and economy of the city and region. In this and succeeding statements of Transportation Policy for Boston, the City Planning Board will review and evaluate major transportation proposals with respect to their probable impact on the future development of the city. The primary concern of this report is the expressway system. Reports to follow will cover parking and mass transportation.

The expressway system is an important element of the transportation network in the Boston area; the basic job of the transportation network is to provide for the movements of people and goods that are essential for the operation and existence of the city and region; the largest, most critical and most complex part of the regional transporta-

tion job is the movement of people to, from and through downtown Boston. Almost one quarter of the total person-trips made in the course of an average day in the Boston metropolitan area go to, from or through the downtown area. Past studies have indicated the need for a system of expressways, planned on a regional basis, to help solve some of the transportation problems of downtown Boston and provide for regional traffic movements as well. In this report; some of the facts of travel to downtown Boston are presented to provide a basis for evaluating expressway proposals; the four principal expressway plans that have been made since 1948 are reviewed and evaluated with respect to their abilities to serve downtown Boston as well as regional "through" traffic movements; a Basic Expressway System is recommended; Additions to the Basic System are discussed; the important relationships of the expressway system to urban renewal, mass transportation and parking are briefly considered; and regional planning and action are proposed.

FACTS OF TRAVEL TO DOWNTOWN BOSTON

Downtown Boston is the largest, most varied and most important concentration of activities, services and attractions in New England. It is the largest employment center in the region, the focal point of regional highway and railroad systems, and the principal seaport and airport in the area.

There have been changes in the make-up of downtown Boston since the end of World War II as the metropolitan area has been expanding and restructuring itself. Segments of some activities, principally retailing and manufacturing, have relocated from the downtown area to the suburbs. New suburban shopping centers have been created to provide more convenient service to the growing suburban population. A number of manufacturing and other "goods-handling" firms have relocated to Route 128 and similar suburban areas where there is more room for expansion and where better highway accessibility is available than the downtown area can provide.

Despite these changes, downtown Boston will continue to maintain its important position as the best location for the many activities that will require the advantages of a central location to provide for the requirements of the region. Proposed transportation improvements should be designed to enhance the effectiveness of downtown Boston as a regional center for New England as well as the metropolitan area.

The amount of travel to downtown Boston is related directly to the ability of downtown activities to attract people to the area: be they workers, shoppers, business callers or other visitors. The power to attract or generate traffic is in some degree proportional to the amount of floor space occupied by the various activities. As losses in active retail and manufacturing floor space occurred, and other thousands of square feet of floor space were removed by the construction of the Central Artery during the past ten years, the number of persons traveling to downtown Boston declined.

At present, about 550,000 persons travel to destinations in downtown Boston in the course of an average 24 hour week day. About 60 percent of these people travel by private vehicles (automobiles and trucks), 40 percent by mass transportation (subway, rail and bus). Over the past ten year period, 1948 to 1958:

> The total number of persons traveling to downtown Boston decreased about <u>15</u>%.

The number of persons traveling by mass transportation decreased about 40%.

The number of persons traveling by automobiles increased about 30%.

THE NUMBER OF AUTOMOBILES TRAVELING TO DOWNTOWN INCREASED ABOUT 35%.

The addition of new highways serving downtown Boston, principally Storrow Drive and the Central Artery, plus the general increase in the use of automobiles, has resulted in more automobiles but not more people coming to downtown Boston.

Other changes in travel habits have also taken place. The increase in trips by automobile and the decrease in trips by mass transportation indicate that there has been a sizeable transfer of riders from subways and rail to automobiles. Also, the average number of persons per automobile has declined over the 10 year period from an estimated 1.7 to 1.5 which has resulted in a further increase in the number of cars coming into downtown Boston. And even though most people who travel downtown by automobile live in areas that are served by mass transportation, the general decline in mass transportation patronage indicates an obvious preference on the part of many former MTA and rail patrons for travel by private vehicle.

The relative proportions of travel by mass transportation and private vehicles vary in the course of the day. During the morning and evening rush hours, from 65 to 70 percent of persons entering and leaving downtown Boston use mass transportation; while during an average mid-day hour, about 40 percent of persons entering and leaving the downtown area use mass transportation. These figures include "through" trips as well as trips with downtown destinations.

The hourly pattern of variation in the number of trips by private vehicles and mass transportation during the course of the day indicates that the street system serving downtown Boston is now overloaded during the morning and evening rush hours. This means that as many people as possible, under present conditions, are driving to and from the downtown area at these times. Probably more people would like to drive to, from or through downtown Boston at peak travel times, but cannot because there just isn't enough room on the streets.

During the average midday hours, however, there appears to be some room available on the entering street

system for additional vehicles, although it is possible that more persons are discouraged from driving downtown during these hours because of the irritation of traffic congestion and the lack of inexpensive parking spaces located close to desired destinations.

Most of the people who travel to downtown Boston during the rush hours work downtown, and the great majority of these downtown workers use mass transportation. During the midday hours, however, it appears that a small majority of people traveling to downtown prefer to use private vehicles. The present transportation facilities serving downtown provide for both downtown "destination" traffic and "through" traffic. At present, more than 20 percent of the people entering downtown pass through the area without stopping. While the amount of traffic with destinations downtown will vary in proportion to the generating power of downtown activities, "through" traffic will increase in proportion to regional determinants that have much greater prospects for future growth than does the downtown area.

expected population growth

Expressing entering street capacity in terms of equivalent expressway lanes, the traffic handling ability of the present streets entering downtown Boston is equivalent to about 20 lanes of expressway. Assuming 20 percent "through" traffic, which is a low estimate, 16 lanes would be assigned to "destination" traffic and 4 lanes to "through" traffic.

By 1975, according to reasonably optimistic predictions, downtown "destination" traffic could increase about 10 percent which would be in relative proportion to prospective increases in downtown activities. "Through" traffic, however, could increase at least 100 percent. (One recent estimate predicts a theoretical increase of 3 percent per year for 20 years from 1955 to 1975, plus an additional 45 percent of "induced" traffic for the proposed expressway system. This would mean an increase of more than 200 percent over present figures.)

not allowing for increased preference of auto use over MTA ?

An increase of 10 percent in "destination" traffic would require the equivalent of 1.6 new expressway lanes which could be considered as 2 full lanes. An increase of 100 percent in "through" traffic would require the equivalent of 4 new expressway lanes. Therefore, a total increase of at least 6 lanes over the present 20 entering downtown would be necessary to handle 1975 vehicular traffic.[1]

1. This assumes that a proportionate amount of the increased traffic would be carried by mass transportation facilities.

All of the streets now serving downtown Boston carry both "destination" and "through" traffic. If new expressways are added directly into the downtown area, they would also carry this combined traffic load. In the future, the "through" traffic component of the total traffic load would increase at a greater rate than the "destination" traffic component so that proportionately more expressway space would be required for "through" traffic than for "destination" traffic. As "through" traffic increased, therefore, the space remaining for "destination" traffic would decrease and new expressway lanes would have to be continually added if downtown "destination" traffic would remain well served. A practical limit to the amount of expressway lanes that could be built directly into the downtown area would soon be reached.

If new expressways are constructed to by-pass " through" traffic around downtown Boston, however, no additional expressway lanes would have to be built into the downtown area to serve future "destination" traffic since the existing equivalent 20 lanes could handle projected increases. The new expressways would have to be designed basically to handle the requirements of "through" traffic.

In view of this reasoning, a clear objective to guide the design of future expressways to serve downtown Boston would be to separate "destination" and "through" traffic as much as possible in order to serve both types of traffic desires as efficiently as possible.

A by-pass expressway around downtown Boston would fulfill this objective more effectively than additional expressways into downtown Boston. A by-pass expressway would provide new capacity for present and future "through" traffic, and it would also divert present "through" traffic from the downtown entering street system, thus creating more room for future downtown "destination" traffic increases on existing streets.

The expressway proposals reviewed in the next section of this report have been evaluated on the basis of the foregoing analysis.

PRINCIPAL EXPRESSWAY PROPOSALS

The four principal proposals for major expressway construction in the Boston Metropolitan Area that have been made since 1948 are reviewed briefly in the following section. They are:

(1) 1948 - "The Master Highway Plan for the Boston Metropolitan Area" prepared for the Massachusetts Department of Public Works;

(2) 1950 - "Preliminary Report on a General Plan for Boston" prepared by the Boston City Planning Board;

(3) 1957 - "A Report on Traffic Studies for the Boston Metropolitan Area" prepared for the Massachusetts Department of Public Works; and

(4) 1958 - The Massachusetts Turnpike Authority proposals for the extension of the Turnpike into downtown Boston and for a second tunnel to East Boston.

A. 1948: <u>The Master Highway Plan for the Boston Metropolitan Area</u>

prepared for the Joint Board for the Metropolitan Master Highway Plan in cooperation with the Public Roads Administration, Federal Works Agency,

by Charles A. Maguire and Associates; J.E. Greiner Company; DeLeuw, Cather and Company.

The basic pattern for the regional expressway system in the Boston Metropolitan Area was established by the 1948 Master Highway Plan, the so-called "Maguire Report". On the basis of a regional Origin and Destination survey carried out in 1945 from which traffic predictions for 1970 were calculated, an inner ring road through Boston, Brookline, Cambridge and Somerville and eight major radial roads were proposed to meet the needs of future vehicular traffic.

The inner ring consisted of the Central Artery, a six lane expressway through downtown Boston; and the Inner Belt, a six lane circumferential expressway designed to collect and distribute traffic among the radial expressways and to by-pass "through" traffic around downtown Boston.

The major radial roads were:

(EB) the East Boston expressway, a six lane road connecting with the Central Artery and downtown Boston through the Sumner Tunnel and a proposed new two lane tube;

(NE) the Northeast expressway, a new six lane road connecting with the Central Artery and Inner Belt via the Mystic River Bridge;

(N) the Northern Expressway, an improvement of the existing Route 28 feeding directly to downtown Boston over the Charles River dam with limited connections to the inner ring road;

(NW) the Northwest Expressway, a new six lane relocation of Route 3 with a connecting road from Route 2, ending at a direct connection with the Inner Belt;

(W) the Western Expressway, a new six lane highway ending at a direct connection with the Inner Belt;

(SW) the Southwest Expressway, a new six lane highway from Providence ending at a direct connection with the Inner Belt;

(SE) the Southeast Expressway, a new six land highway from the South Shore ending at a direct connection with the Inner Belt and the Central Artery.

B. 1950: Preliminary Report on a General Plan for Boston,

prepared by the City Planning Board,
Consultants: Adams, Howard and Greeley.

The sections of the regional expressway system indicated in the 1950 Preliminary Report on a General Plan for Boston were in accordance with the basic concept of the 1948 Master Highway Plan with the following major changes:

(IB) the Inner Belt route was shifted from Tremont St. to a Ruggles St. alignment;

(W) the interchange between the Western Expressway and the Inner Belt was shifted to the Boston side of the Charles River.

C. 1957: A Report on Traffic Studies for the Boston Metropolitan Area, prepared for the Massachusetts Department of Public Works by Coverdale and Colpitts, consulting engineers.

By 1957 the following sections of the 1948 Master Highway Plan had been constructed or were being constructed.

(EB) the East Boston expressway

(NE) the Northeast Expressway

(CA) the Central Artery

(SE) the Southeast Expressway

"A Report on Traffic Studies for the Boston Metropolitan Area", the so-called Coverdale and Colpitts report, was published by the Massachusetts Department of Public Works on June 22, 1957. The report was part "B" of a three part study. Part "A" dealing with the Massachusetts Turnpike Extension and Part "C" dealing with proposals for additional crossings of Boston Harbor have not been released.

The Coverdale and Colpitts report made recommendations for changes and additions to the 1948 Master Highway Plan based on traffic estimates updated from the 1945 Origin and Destination studies. No engineering or cost studies and no recognition of mass transportation or parking needs were contained in the section of the Coverdale and Colpitts report that has been released.

The following additions and major changes to the 1948 Master Highway Plan were proposed:

(1) a future high level bridge from the Central Artery to the East Boston Expressway; (in addition to the second tunnel)

(2) direct connection of the Northern Expressway to the Inner Belt in Somerville;

(3) direct connection of an improved Route 2 to the Inner Belt in Cambridge;

(4) the Massachusetts Turnpike Extension from Weston to Boston was substituted for the Western Expressway.

The Turnpike extension was continued past the Inner Belt without a connection, then through downtown Boston to an interchange with the Central Artery and a final stub to Summer St. at South Station;

(5) a new "inner expressway" was described in the text but not shown on any map:

> ".. along an alignment extending from the vicinity of Interchange 28 - Southampton Street, the junction of the Southeast Expressway, and the Belt Expressway, across downtown Boston, passing as near as practical the west end of the Boston Public Gardens (parallel to Berkeley Street) and then across the Charles River to connections with the Northern Expressway near Interchange 75 - Sullivan Square."

D. 1958: Massachusetts Turnpike Authority.

1. The Massachusetts Turnpike Extension.

The Massachusetts Turnpike Extension from Weston into South Station in Boston is being actively promoted by the Massachusetts Turnpike Authority. Detailed plans have not been made public but newspaper reports indicate that the Turnpike extension is being planned along the Boston and Albany railroad right-of-way as proposed in the Coverdale and Colpitts report.

It is the understanding of the Planning Board that the Turnpike Authority proposes to have connections between the Turnpike and the city street system at four places within the City of Boston:

a. in the vicinity of the Boston and Albany rail yards near Boston University Field,

b. in the vicinity of Copley Square,

c. in the vicinity of the Central Artery and Broadway,

d. in the vicinity of South Station

2. The Second Tunnel under Boston Harbor.

Two 2-lane tunnels under Boston Harbor from downtown Boston to East Boston were proposed in the "Report on a Thoroughfare Plan for Boston" prepared by the City Planning Board in 1930, with Robert Whitten, Consultant. One 2-lane tube, the Sumner Tunnel was completed in 1934.

Proposals for the second Tunnel have been under continual discussion since that time. The second tunnel was included in the 1948, 1950, and 1957 proposals described above.

In August, 1958, the Massachusetts state legislature transferred the responsibility for the construction of a second Tunnel from the Massachusetts Port Authority to the Massachusetts Turnpike Authority.

EVALUATION OF EXPRESSWAY PROPOSALS

The City Planning Board has evaluated the four principal expressway proposals with respect to (1) the requirements of downtown "destination" traffic and "through" traffic; (2) the requirements for interexpressway traffic movements; and (3) the requirements for relieving cross-town traffic congestion on Massachusetts Avenue.

Where downtown "destination" and "through" traffic are concerned, the City Planning Board is convinced that a by-pass expressway would provide the most effective way to serve the requirements of both types of traffic. The Inner Belt shown in the 1948, 1950 and 1957 expressway proposals would serve this purpose.

Where the requirements for interexpressway traffic movements are concerned, a by-pass expressway such as the Inner Belt would also serve the purpose. Considering the complete system of seven radial expressways and an inner ring road, there would be a total of 56 possible movements among the expressways and between the expressways and downtown Boston. All of these movements would be possible only if the Inner Belt is included in the expressway system. In this respect, it is the keystone of the expressway system.

If the Inner Belt were omitted and the Massachusetts Turnpike Extension constructed into downtown Boston, only 16 movements would be possible. In addition, the Turnpike Extension would carry both "destination" and "through" traffic and eventually would be able to serve neither traffic component effectively in view of expected traffic increases.

If movements between adjacent expressways are not considered, a total of 42 principal movements would be served with the Inner Belt, only 14 movements without the Inner Belt but with the Massachusetts Turnpike Extension.

If both the Inner Belt and the Massachusetts Turnpike Extension into downtown Boston were constructed, the total movements possible with just the Inner Belt would not be increased, and only 4 movements would be shortened by the Turnpike Extension.

Where the requirements for relieving cross-town traffic congestion on Massachusetts Avenue are concerned, a by-pass road such as the Inner Belt would also help serve the purpose. A new traffic facility to do this job has long been considered necessary in the City of Boston. In 1930, the "Roxbury Crosstown" along a route similar to that of the Inner Belt was proposed in the "Report on a Thoroughfare Plan for the City of Boston" prepared by the City Planning Board with Robert Whitten as consultant.

Most recently, the Massachusetts Safety Council in their "Boston Traffic Accident Survey" published in 1958, stated:

> "MASSACHUSETTS AVENUE IS THE MOST DANGEROUS STREET IN BOSTON. The Belt Expressway should be especially effective in reducing the 'belt' of accidents along Massachusetts Avenue since there is no other through street paralleling Massachusetts Avenue to carry traffic in a north-south direction. It is recommended that the BELT EXPRESSWAY PARALLEL TO MASSACHUSETTS AVENUE (South Station to Boston University Bridge) SHOULD BE BUILT AS SOON AS POSSIBLE."

THE BASIC EXPRESSWAY SYSTEM

The City Planning Board is convinced that the proposed expressway plan consisting of the Central Artery, the Inner Belt and seven radial expressways, similar in concept to the proposals made in 1948 and 1950, is the soundest BASIC EXPRESSWAY SYSTEM for handling future vehicular traffic requirements in the Boston area.

The City Planning Board recommends that the BASIC EXPRESSWAY SYSTEM be completed as soon as possible by the construction in Boston of:

(1) the Inner Belt, preferably along the so-called Ruggles Street alignment;

(2) the Southwest Expressway, preferably along an alignment west of Franklin Park;

(3) the Western Expressway or the Massachusetts Turnpike Extension from Route 128 as far as the Inner Belt;

(4) the second tunnel to East Boston.

With respect to the Inner Belt, it should be noted that according to the Commonwealth of Massachusetts, Acts of 1956, Chapter 718:

> "Section 4A. No moneys shall be expended under this act for any project providing for an Inner Belt Extension of the Central Traffic Artery, so called, in the city of Boston, unless and until such project is approved and accepted by the mayor of said city, pursuant to the provisions of its charter."

It should also be noted that the Inner Belt (Interstate Route 695), the Southwest Expressway (Interstate Route 95), and the Western Expressway or Massachusetts Turnpike Extension as far as the Inner Belt (Interstate Route 90) are part of the nationwide Federal Aid Interstate Highway system. All "free" roads constructed under this program would be eligible for 90 percent federal aid. The Inner Belt and the Southwest Expressway would both qualify for 90 percent federal assistance. Interstate Route 90 would qualify for 90 percent federal aid only if constructed as a "free" Western Expressway. If it is constructed as an extension of the Massachusetts Turnpike, a toll road, it would not be eligible for federal assistance at this time.

ADDITIONS TO THE BASIC EXPRESSWAY SYSTEM

The extension of the Massachusetts Turnpike beyond the Inner Belt into downtown Boston, and other new traffic facilities to fulfill the "desires" that indicated the possible need for the "inner expressway" described in the 1957 "Coverdale and Colpitts" report could be considered as possible additions to the Basic Expressway System.

The Massachusetts Turnpike Extension should not be built into downtown Boston unless the Inner Belt is constructed. And if both are built, other traffic facilities should be considered to provide for the traffic impact that the Turnpike extension would create. The possible construction of a new roadway east of the Central Artery from the Southeast expressway to the Northern expressway could be investigated as a possible means of easing the impact of Turnpike generated traffic on the Central Artery and downton street system. It would also fulfill the traffic "desires" that prompted the "inner expressway" proposal by Coverdale and Colpitts.

Large new parking facilities directly related to the expressway system would also have to be planned and constructed to accommodate the massive increases in parking demand that would result if the Turnpike Extension were built into downtown Boston.

EXPRESSWAYS, URBAN RENEWAL AND COMMUNITY DEVELOPMENT

Completion of the Basic Expressway System and improvement of other transportation facilities are integrally related to the urban renewal programs now being carried on by Boston and other inner cities in the metropolitan area. Urban renewal plans are now being prepared for large areas of deteriorating buildings and declining property values in Roxbury in the paths of the proposed Inner Belt and Southwest expressway. The future use of these areas cannot be determined and detailed planning for their renewal cannot be carried out until the locations and construction priorities of the Inner Belt and Southwest expressways are definitely decided and announced by the Massachusetts Department of Public Works.

Proposals for the industrial redevelopment of areas in Charlestown have been under study for several years. These plans cannot be completed until definite plans for the Inner Belt route through the area are prepared. Completion of the Inner Belt would enhance considerably the attractiveness of the areas for potential developers. A similar situation is current in Cambridge where definite boundary lines have been drawn for two proposed urban renewal projects, but further action cannot be taken until the Inner Belt and other expressway location decisions are made.

The Inner Belt and Southwest expressway construction and related urban renewal projects would be carried out under programs involving federal aid. The federal bureau of Public Roads and the federal Urban Renewal Administration have indicated that they are most anxious to coordinate plans that involve both of their programs. The initiative for starting such joint planning efforts rests with state and local authorities.

Expressways constructed through built-up urban areas cannot avoid the problems of relocation. Under existing highway legislation there are no requirements that highway agencies provide for the relocation needs of families and businesses displaced by expressway construction. Urban renewal legislation, however, specifically requires relocation plans for families displaced by renewal action and also requires that payments be made to families and businesses to cover the costs of moving. One of the beneficial aspects of joint expressway and urban renewal planning would be the lessening of the impact of relocation due to highway construction in areas that are also urban renewal projects.

Experience in many areas indicates that land values increase along the routes of properly designed new expressways especially in the vicinity of interchanges and access ramps. This has occurred in residential and non-residential areas. This is especially significant for Boston in those areas in Roxbury adjacent to the Inner Belt and Southwest expressway that have been declining in value for many years. Taxes from new development which could be attracted to areas adjacent to new expressways would compensate rapidly for the low value tax base taken for the construction of the expressways.

Similarly, the rapid completion of the Basic Expressway System should enhance the marketability and value of the New York Streets area, the West End project, the Government Center Project and other sections of downtown Boston served by the Artery. The Inner Belt should also improve development possibilities for the group of medical and educational institutions in the Fenway area and thus enhance their special service contribution to the entire region. In a recent report prepared by consultants for representatives of several institutions in the Fenway area, the Inner Belt along the Ruggles Street route was considered to be necessary for the proper future development of the area.

MASS TRANSPORTATION AND PARKING

Most of the discussion of transportation policy in this report has been concerned with expressway proposals for the Boston area. The speedy completion of the proposed Basic Expressway System is vital to the continued constructive development of downtown Boston and the Metropolitan area.

It is apparent, however, from the analysis of past traffic data and the prediction of future traffic volumes that have been made for the Boston Metropolitan Area, as well as many other large metropolitan areas, that none of the regional expressway systems yet proposed will be able to meet future traffic needs. The 1957 Coverdale and Colpitts report, for example, estimated theoretical 1975 traffic volumes in excess of 350,000 vehicles a day for portions of the Central Artery. This would indicate a need for more than 15 lanes of expressway where there are now only six. The 1957 report also estimated that almost the entire proposed expressway system within the limits of the City of Boston would not have sufficient capacity to carry the theoretical traffic volumes estimated for 1975. The Coverdale and Colpitts report offered no other suggestions for coping with future traffic demands except to say:

> "The present Master Plan should not be considered to be the ultimate network which will serve Boston forever but the proposed and existing expressways, together with improvements to major city streets and some additions as needed, will constitute the most practicable satisfactory means of meeting Metropolitan Boston's traffic needs of the future."

A more positive position was taken in the 1948 "Master Highway Plan for the Boston Metropolitan Area" which stated:

> "If rapid transit facilities are not extended and improved, the system of expressways recommended will be inadequate to handle the volumes of traffic that will be generated in the outer and rapidly growing portions of the metropolitan district.
>
> The expressways do not offer a rubber tired alternate to railborne rapid transit. The vast number of people to be handled by public transportation would make such an expedient economically unsound. Furthermore, the downtown street system would be unable to absorb any significant portion of the number of buses that would be involved."

The City Planning Board is convinced that a workable solution to the transportation problem in Boston and the Metropolitan Area cannot be achieved by expressways alone and must include expansion and improvement of mass transportation and fringe parking facilities.

REGIONAL TRANSPORTATION PLANNING AND ACTION

All types of transportation facilities are needed to move people and goods to, from, in, through and by the Boston area. Expressways alone cannot do the job. Although much of this report has been devoted to the regional expressway system, it is only one portion of the transportation network in the Boston area. A number of plans and reports have been cited in the course of this statement. Many other studies of parts of the transportation network in the Boston area have been published in recent years, but no agency has yet produced a comprehensive plan for the type of coordinated regional transportation system that is required in the Boston Metropolitan area. And even if an over-all transportation plan were in existence, there is no agency capable of carrying out such a plan. Highways can be built within Boston by the City itself, by the Massachusetts Department of Public Works, by the Metropolitan District Commission, by the Massachusetts Turnpike Authority and by the Massachusetts Port Authority. Mass transportation facilities are planned and constructed by the Metropolitan Transit Authority. Other mass transportation facilities are provided by private railroad and bus lines. Parking facilities are being built by the City, the Metropolitan Transit Authority, other public agencies and private business. The lack of coordinated planning and construction of transportation facilities is injurious to the effectiveness of transportation and to the economy of the City and the region.

A comprehensive plan for land use and transportation facilities in the Boston area is needed, and a device for co-ordinating the planning and construction of transportation facilities by existing agencies is needed.

Some expressways, mass transportation and parking facilities would have to be constructed of necessity before a regional plan or regional transportation agency could be created. A means must therefore be found to coordinate the activities of existing agencies in the interim period before a lasting workable solution to the problems of regional transportation can be achieved. Until such time as a comprehensive regional plan is drawn up and an agency capable of putting it into operation is created, the Planning Board proposes:

> that an Interim Joint Board of transportation, planning and renewal officials be established to coordinate the location, design and construction of highways, mass transportation and parking facilities and urban renewal projects in the metropolitan area, and that the Mayor of Boston initiate immediate action with the appropriate existing agencies of city and state government in order to achieve this end.

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Boston City Planning Board.
Transportation policy for
Boston expressways.